

## Message Text

CONFIDENTIAL

PAGE 01     PRETOR 04742 01 OF 03 131525Z  
ACTION MMO-02

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PER-01 /032 W

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FM AMEMBASSY PRETORIA

TO SECSTATE WASHDC IMMEDIATE 8794

C O N F I D E N T I A L SECTION 1 OF 3 PRETORIA 4742

STADIS////////////////////////////////

E.O. 11652: GDS

TAGS: AODE SF

SUBJ: EVALUATION BY CHIEF OF MISSION OF PERSONNEL LEVELS

REF: STATE 201122

1. SUMMARY: EVALUATION OF THIS MISSION'S ACTIVITIES TO IDENTIFY POSITIONS WHICH SHOULD BE CONSIDERED FOR REDUCTION IF A DECREASE IN OPERATIONS WERE DECIDED IS SUBJECT TO A NUMBER OF CONSTRAINTS PECULIAR TO THIS PARTICULAR MISSION. OUR FLEXIBILITY IS LIMITED BY POLICIES FOCUSSED ON SOUTHERN AFRICA AND INVOLVING US IN IMPORTANT INTERNATIONAL INITIATIVES WITH RESPECT TO NAMIBIA, RHODESIA AND SOUTH AFRICA ITSELF. A LARGE PORTION OF OUR STAFF IS DEVOTED TO SUPPORT OF THOSE POLICIES WHOSE EFFECTIVE EXECUTION WOULD BE ADVERSELY AFFECTED BY PERSONNEL REDUCTIONS. REPROGRAMMING WOULD IN OUR PRESENT SITUATION OFFER ONLY MARGINAL REMEDY. MOREOVER, IN CONSULAR AFFAIRS WE ARE NOW AT OR NEAR THE LIMIT OF OUR CAPABILITIES. THE SAME IS TRUE OF ADMINISTRATIVE OPERATIONS BECAUSE OF THE REGIONAL SERVICES WE PROVIDE EIGHT POSTS OUTSIDE SOUTH AFRICA. THE NEED TO MOVE THE EMBASSY BETWEEN PRETORIA AND CAPE TOWN TWICE A YEAR ADDS ANOTHER CONSTRAINT.

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PAGE 02     PRETOR 04742 01 OF 03 131525Z

2. THOUGH WE HAVE SOME OPERATION OF RELATIVELY LESSER PRIORITY IN TERMS OF POLICY OBJECTIVES AND THE PROTECTION OF AMERICAN INTERESTS, THERE IS FOR THE MOST PART A STRONG REQUIREMENT FOR THE MAINTENANCE OF PRESENT STAFF LEVELS. THIS EVALUATION OF THE POSSIBILITIES FOR STAFF REDUCTIONS SHOULD BE TAKEN AS HYPOTHETICAL AND SUBJECT TO REVISION IN THE LIGHT OF CIRCUMSTANCES AT THE TIME A DECISION IS

TAKEN TO DECREASE MISSION ACTIVITIES. END SUMMARY

3. THE SOUTH AFRICA PARM (CAPE TOWN 0524 AND 0527) PROVIDES THE APPROPRIATE STARTING POINT FOR EVALUATION OF USG ACTIVITIES, PERSONNEL LEVELS, AND STAFF PRIORITIES IN SOUTH AFRICA FOR FY-1978. THE ASSESSMENTS CONTAINED IN THE PARM REMAIN VALID IN THEIR ESSENTIALS BUT NOW REQUIRE AMENDMENT TO TAKE ACCOUNT FOR NEW DEMANDS ON OUR RESOURCES SINCE SUBMISSION OF THE PARM IN APRIL. UNITED STATES INVOLVEMENTS IN THE INITIATIVES TAKEN SINCE MAY WITH RESPECT TO NAMIBIA, RHODESIA AND SOUTH AFRICA ITSELF, PLUS RELATED DOMESTIC DEVELOPMENTS IN SOUTH AFRICA AND THE RECENT FOCUS ON THE CRITICAL ISSUE OF SOUTH AFRICAN NUCLEAR CAPABILITIES, HAVE STRETCHED MANY OF OUR RESOURCES TO THE LIMIT AND PROMISE TO CONTINUE TO DO SO WELL INTO FY-1978 IF NOT BEYOND.

4. UNLESS OUR POLICY IN SOUTHERN AFRICA WERE TO BE MODIFIED OR ENVIRONMENTAL CIRCUMSTANCES WERE UNEXPECTEDLY TO CHANGE, OUR EFFECTIVENESS IN THE AREAS OF PRIMARY CONCERN TO US WOULD BE VERY SEVERELY AFFECTED BY REDUCTIONS IN MISSION STAFF DEVOTED TO POLITICAL, ECONOMIC, LABOR OR USIS FUNCTIONS. WE ARE NOT IN A POSITION TO REDUCE OUR CONSULAR PERSONNEL. THE RISE IN CONSULAR BUSINESS, ESPECIALLY WITH RESPECT TO IMMIGRANT VISAS, PERSISTS AS A CONSEQUENCE OF THE DISTURBING FERMENT IN SOUTHERN AFRICA  
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PAGE 03     PRETOR 04742 01 OF 03 131525Z

AND THE CONTINUING ECONOMIC RECESSION. CUTS ON THE ADMINISTRATIVE SIDE WOULD BE POSSIBLE AT THE COST OF CURTAILING OR ELIMINATING SERVICES--PARTICULARLY GSO AND BUDGET AND FISCAL--WE NOW PROVIDE TO SEVERAL NEIGHBORING POSTS IN THE REGION. THE ASSESSMENT IN THE PARM OF THE COMMERCIAL, AGRICULTURAL AND DEFENSE ATTACHE FUNCTIONS REMAINS VALID.

5. IN EVALUATING OUR ACTIVITIES HERE TO DETERMINE WHAT POSITIONS SHOULD BE CONSIDERED FOR REDUCTION WERE A DECREASE IN MISSION OPERATIONS TO BE DECIDED, THERE ARE CERTAIN OTHER INFLEXIBLE FACTORS TO BE TAKEN INTO ACCOUNT. OF THE MISSION'S 90 AMERICAN POSITIONS, MANY ARE ESSENTIALLY UNTOUCHABLE UNDER EXISTING CONDITIONS. AS LONG AS WE HAVE A SPLIT EMBASSY OPERATION BETWEEN PRETORIA AND CAPE TOWN, WE WILL HAVE TO MAINTAIN MARINES AT BOTH POSTS. THE SPACE AND MISSILE TESTING EVALUATION CENTER LIAISON OFFICER WILL PRESUMABLY REMAIN AS LONG AS WE CONTINUE WITH TRACKING STATION 13 AND THE MAC FLIGHTS. IT IS DIFFICULT TO SEE HOW WE COULD DISPENSE WITH 12 REGIONAL POSITIONS (REGIONAL SECURITY OFFICER, TECHNICAL SECURITY OFFICER, MEDICAL OFFICER, MINERALS OFFICER, LABOR OFFICER,

ELECTRONICS TECHNICIAN, RADIO TECHNICIAN, TELEPHONE  
TECHNICIAN, PERSONNEL OFFICER, USIS EXECUTIVE ASSISTANT,  
AND THE 2 INTERNAL REVENUE SERVICE OFFICERS). THE CLOSURE  
OF ONE OR MORE CONSTITUENT POSTS WOULD REDUCE OUR  
EFFECTIVENESS. A FACILITY MUST BE MAINTAINED AT CAPE TOWN TO  
ACCOMMODATE AND SUPPORT THE EMBASSY 6 MONTHS EACH YEAR;  
MOREOVER, IT IS THE CENTER OF THE COUNTRY'S COLORED  
COMMUNITY OF TWO MILLION. IT WOULD BE WHOLLY IMPRACTICAL  
TO CONSIDER CLOSING THE CONSULATE GENERAL AT JOHANNESBURG  
OR REDUCING ITS CONSULAR STAFF BECAUSE OF ITS HIGH AND  
CONTINUALLY INCREASING CONSULAR WORKLOAD; AND IT IS SOUTH  
AFRICA'S ECONOMIC AND COMMERCIAL CAPITAL. POLITICALLY,  
DURBAN PLAYS AN ESSENTIAL ROLE. IT PROVIDES OUR MAIN  
ACCESS TO TRANSKEI DEVELOPMENTS AND OUR CONTACT WITH THE  
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PAGE 04     PRETOR 04742 01 OF 03 131525Z

INDIAN COMMUNITY, THE MOST IMPORTANT CENTER OF WHITE  
POLITICAL OPPOSITION, AND THE NATION'S LARGEST AFRICAN  
GROUP, SOUTH AFRICA'S FIVE MILLION ZULUS. DURBAN IS  
ALSO THE LARGEST PORT. I HAVE NOT INCLUDED SFR IN THIS  
EVALUATION.

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PAGE 01     PRETOR 04742 02 OF 03 131545Z  
ACTION MMO-02

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FM AMEMBASSY PRETORIA

TO SECSTATE WASHDC IMMEDIATE 8795

C O N F I D E N T I A L SECTION 2 OF 3 PRETORIA 4742

STADIS////////////////////////////////////

6. IF A 5 PERCENT REDUCTION IN MISSION STAFF WERE TO BE  
REQUIRED, 5 AMERICAN AND 6 LOCAL POSITIONS WOULD HAVE TO  
BE ABOLISHED. FOR A 15 PERCENT REDUCTION, THE CORRESPONDING  
FIGURES WOULD BE 14 AND 17. THE FOLLOWING LISTINGS OF

POSITIONS FOR POSSIBLE CONSIDERATION IN THE EVENT CUTS WERE ORDERED SHOULD BE VIEWED AS HYPOTHETICAL AND SUBJECT TO MODIFICATION IN THE LIGHT OF CIRCUMSTANCES AT THE TIME OF SUCH ACTION.

7. FIVE PERCENT REDUCTION:

AMERICAN POSITIONS (5) LOCAL POSITIONS (6)

POLITICAL/CONSULAR OFFICER, MESSENGER/CLEANER, PRETORIA  
PRETORIA

SUPPORT COMMUNICATIONS OFF- TELEX OPERATOR, PRETORIA  
ICER, PRETORIA

SEABEE, PRETORIA AGRICULTURE SPECIALIST, PRETORIA

JUNIOR OFFICER, DURBAN COMMERCIAL SPECIALIST, JOHANNESBURG

ONE DAO POSITION, PRETORIA GENERAL SERVICES SPECIALIST,  
CAPE TOWN  
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PAGE 02 PRETOR 04742 02 OF 03 131545Z

SENIOR NURSE, PRETORIA

8. ELIMINATION OF THE POLITICAL/CONSULAR OFFICER POSITION IN PRETORIA WOULD OBVIOUSLY REDUCE OUR POLITICAL COVERAGE; THE CONSULAR FUNCTION COULD PERHAPS BE TRANSFERRED TO JOHANNESBURG. I BELIEVE THE ELIMINATION OF ONE AMERICAN DAO POSITION IN PRETORIA COULD BE ABSORBED WITHOUT UNDUE DIFFICULTY. DOD WOULD HAVE TO DETERMINE WHICH POSITION SHOULD BE ABOLISHED. WITH AN ASSISTANT NAVAL ATTACHE BASED IN CAPE TOWN, THE CENTER OF SA NAVAL ACTIVITY, THE NEED FOR A NAVAL ATTACHE IN PRETORIA IS MARGINAL. THE LOSS OF THE SEABEE'S SERVICES WOULD WEAKEN OUR ALREADY STRETCHED REGIONAL SECURITY SUPPORT CAPABILITY; A PORTION OF HIS FUNCTIONS COULD PROBABLY BE PERFORMED BY THE TECHNICAL SECURITY OFFICER, AND SEABEES ON TDY FROM NSU WOULD HAVE TO HANDLE PROJECTS BEYOND HIS CAPACITY. INCLUSION OF THE SUPPORT COMMUNICATIONS OFFICER ON THIS LIST IS BASED ON THE ASSUMPTION THAT THE NEW TERP SYSTEM WILL SOON BE INSTALLED. THE MOST SERIOUS LOSS FROM THE POINT OF VIEW OF OUR PRIMARY CONCERNS IN SOUTH AFRICA WOULD BE THE DURBAN JUNIOR OFFICER. I HAVE ASSUMED THAT THE CALIBRE OF THE OTHER OFFICERS AT THAT POST WOULD REMAIN AS HIGH AS IT NOW IS. WITH RESPECT TO THE LOCAL POSITIONS LISTED, THE SERVICES AFFECTED WOULD HAVE TO BE CURTAILED AND OTHER EMPLOYEES--BOTH AMERICAN AND LOCAL--WOULD BE OBLIGED TO ASSUME GREATER BURDENS. IN ALL CASES, OVERTIME WOULD INCREASE AND SERVICES TO THE NEIGHBORING POSTS WOULD BE AFFECTED.

9. FIFTEEN PERCENT REDUCTION:

AMERICAN POSITIONS (14) LOCAL POSITIONS (17)

CONSUL GENERAL, CAPE TOWN TELEX OPERATOR, PRETORIA

CONFIDENTIAL

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PAGE 03 PRETOR 04742 02 OF 03 131545Z

VISA OFFICER, CAPE TOWN CONSULAR CLERK, PRETORIA

TWO MARINES, CAPE TOWN SENIOR NURSE, PRETORIA

SUPPORT COMMUNICATIONS OFF- AGRICULTURE SECRETARY, PRETORIA  
ICER, PRETORIA

SEABEE, PRETORIA MESSENGER-CLEANER, PRETORIA

ASST. REGIONAL SECURITY TWO COMMERCIAL SPECIALISTS,  
OFFICER, PRETORIA JOHANNESBURG

THREE DAO POSITIONS, PRETO- SENIOR COMMERCIAL ASST., CAPE TOWN  
RIA (2) AND CAPE TOWN (1)

AGRICULTURE ATTACHE, PRETO- GENERAL SERVICES SPECIALIST,  
RIA CAPE TOWN

COMMERICAL OFFICER, JOHAN- FOUR USIS STAFF, DURBAN  
NESBURG

POLITICAL/CONSULAR OFFICER, COMMERCIAL SPECIALIST, CAPE TOWN  
PRETORIA

BPAO, DURBAN CONSUL GENERAL DRIVER, CAPE TOWN

DAO DRIVER, CAPE TOWN

CONFIDENTIAL

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PAGE 01 PRETOR 04742 03 OF 03 131558Z

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FM AMEMBASSY PRETORIA

TO SECSTATE WASHDC IMMEDIATE 8796

C O N F I D E N T I A L SECTION 3 OF 3 PRETORIA 4742

STADIS////////////////////////////////

10. SUCH A FIFTEEN PERCENT REDUCTION IN MISSION STAFF WOULD QUITE CLEARLY HAVE A SEVERE IMPACT. NOR WOULD IT BE LIMITED TO SOUTH AFRICA ITSELF. A GREAT DEAL OF RE-PROGRAMMING WOULD BE REQUIRED AND, IN THE PROCESS, THE SUPPORT WE PROVIDE TO NUMEROUS NEIGHBORING POSTS WOULD BE CURTAILED. GIVEN THE NATURE AND EXTENT OF OUR INVOLVEMENTS IN SOUTHERN AFRICA, A CUT OF FIFTEEN PERCENT WOULD BE MOST UNWISE UNLESS AND UNTIL WE WERE TO DECIDE TO DIMINISH OR WITHDRAW FROM THOSE INVOLVEMENTS.

11. IF WE WERE TO ADOPT A FIFTEEN PERCENT CUT IN MISSION STAFF ALONG THE LINES OF PARAGRAPH 9 ABOVE, CAPE TOWN WOULD BECOME ESSENTIALLY A BRANCH OF THE EMBASSY. CONSULAR AND COMMERCIAL OPERATIONS WOULD BE SHIFTED TO JOHANNESBURG AND PERHAPS SOME TO DURBAN. THE EFFECTIVENESS OF JOHANNESBURG'S CONSULAR SERVICES WOULD BE ADVERSELY AFFECTED, AND A SHIFT IN ONE OFFICER POSITION FROM DURBAN TO JOHANNESBURG WOULD PROBABLY BE REQUIRED. THIS MOVE, ALONG WITH REMOVAL OF THE POLITICAL/CONSULAR OFFICER IN PRETORIA, WOULD OF COURSE MARKEDLY HANDICAP OUR CAPABILITIES IN THE POLITICAL AREA. THE REDUCED MARINE CONTINGENT OF FOUR IN CAPE TOWN WOULD BE AUGMENTED BY TWO FROM PRETORIA WHEN THE EMBASSY MAKES ITS ANNUAL MOVE. CLOSURE OF THE BRANCH USIS OFFICE IN DURBAN WOULD BE AN

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PAGE 02 PRETOR 04742 03 OF 03 131558Z

UNDESIRABLE LOSS IN THAT IMPORTANT CENTER; I WOULD HOPE IT POSSIBLE FOR THE CONSULATE GENERAL TO MAINTAIN THE LIBRARY. A CUT IN THE DAO AMERICAN STAFF FROM THE PRESENT ELEVEN TO EIGHT WOULD BE THE LEAST DISRUPTIVE OF THE LISTED REDUCTIONS, AS I HAVE SUGGESTED IN MY ASSESSMENT IN THE PARM. THE AGRICULTURE FUNCTION WOULD BE DOWNGRADED TO PRIORITY ROUTINE REPORTING BY THE LOCAL AGRICULTURE SPECIALIST UNDER THE GENERAL BUT LIMITED SUPERVISION OF THE ECONOMIC COUNSELOR. ONE PARTIALLY COMPENSATING STEP MIGHT BE EXTENSION OF THE RESPONSIBILITIES OF THE AGRICULTURE ATTACHE IN NAIROBI TO SOUTHERN AFRICA, THOUGH OBVIOUSLY THAT WOULD STRAIN HIS CAPABILITIES AND MEAN A REDUCTION IN HIS ACTIVITIES ELSEWHERE. COMMERCIAL REPORTING AND FACILITATIVE SERVICES WOULD LIKEWISE BE SEVERELY CUT BACK AND WOULD PROBABLY BE WORTHWHILE CONTINUING

ONLY SO LONG AS WE RETAIN A SENIOR COMMERCIAL  
SPECIALIST OF THE EXPERIENCE AND CAPABILITY OF THE  
PRESENT INCUMBENT. SECURITY SUPPORT NOT ONLY IN SOUTH  
AFRICA BUT AT SEVERAL NEIGHBORING POSTS WOULD BE ADVERSELY  
AFFECTED AT A TIME WHEN THE SECURITY SITUATION IN SOUTHERN  
AFRICA IS DETERIORATING. SUPPLEMENTARY SECURITY  
ASSISTANCE FROM SY AND OTHER POSTS WOULD BE MORE OFTEN  
REQUIRED THAN IN THE PAST.  
BOWDLER

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## Message Attributes

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**TAGS:** AODE, SF  
**To:** STATE  
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